



Idaho Emergency Communications Commission

2008 Annual Report to the Idaho Legislature

Overview

Since its formation in 2004, the Idaho Emergency Communications Commission ("IECC") has sought to assess the needs throughout Idaho for consolidated emergency communications systems such as Enhanced 9-1-1 telephone systems and other related systems. Consolidated emergency communications system centers that are commonly known as dispatch centers or Public Safety Answering Points ("PSAP") are operated at the local government level and receive emergency calls from the public via 9-1-1 or a seven-digit phone number. The PSAPs are termed consolidated under Idaho law as all vital public safety agencies are dispatched out of the center and the PSAPs send the necessary assistance whether it is law enforcement, fire, or emergency medical services without the caller needing to dial separate numbers. Of the forty-seven (47) PSAPs in Idaho, forty (40) are operated by county sheriff's offices, six (6) by cities through their police departments or by contract with another city, (City of Moscow), and four counties (Twin Falls, Jerome, Lincoln and Gooding) are served by a regional PSAP known as SIRCOMM.

The Commission has assessed the needs of the PSAPs since the Commission's formation and has determined that there is an urgent need for additional funding at the local level. This additional funding will help meet our citizens' expectations that there is the same level of service throughout the state regardless of how they are contacting PSAPs; whether they are calling on a wireline or wireless phone, and whether or not they are in an urban or rural setting.

Mission and Purpose

The mission of the Idaho Emergency Communications Commission:

Enhancing Idaho's public health, safety, and welfare by assisting emergency communications and response professionals in the establishment, management, operations, and accountability of consolidated emergency communications systems.

The Idaho Emergency Communication Commission was created by the Idaho Legislature in 2004 pursuant to amendments to the Idaho Emergency Communication Act, Idaho Code § 31-4801 *et seq.* The purpose and responsibilities of the Commission granted by the Idaho Legislature are centered on finding solutions to the difficulties of counties and cities to keep up with technological advances in the area of 9-1-1 and emergency communications for public safety purposes in general.

After almost 20 years since the original enactment of the Emergency Communications Act, there is still an increasing need in many Idaho communities. In amendments to the Act in 2004 and again in 2007, the Legislature found:

- (a) Since the original enactment of the emergency communications act in 1988, many of Idaho's communities have found that they are lacking in the resources to fully fund emergency communications systems at the local level;
- (b) Changes in technology and the rapid growth of communications media have demonstrated that financing such systems solely by a line charge on subscribers to wireline services does not reflect utilization of emergency communications systems by subscribers to wireless and other forms of communications systems;
- (c) There is a need to enhance funding for the initiation and enhancement of consolidated emergency communications systems throughout the state;
- (d) Utilization of cellular telephones and voice over internet protocol (VoIP) communications to access emergency communications systems has substantially increased citizen access to emergency services while at the same time increasing demands upon the emergency response system;
- (e) In order to protect and promote the public health and safety, and to keep pace with advances in telecommunications technology and the various choices of telecommunications technology available to the public, there is a need to plan and develop a statewide coordinated policy and program to ensure that Enhanced 9-1-1 services are available to all citizens of the state and in all areas of the state.

Idaho Code § 31-4801.

With these directives from the Legislature, the Commission has continued to strive to fulfill its purpose and responsibilities as prescribed in Idaho Code § 31-4816. These are to:

- (1) Determine the status and operability of consolidated emergency communications systems statewide;
- (2) Determine the needs for the upgrade of consolidated emergency communications systems;
- (3) Determine the costs for the upgrades;
- (4) Recommend guidelines and standards for operation of consolidated emergency communications systems;
- (5) Recommend funding mechanisms for future implementation of upgrades;
- (6) Serve as a conduit for the future allocation of federal grant funds to support the delivery of consolidated emergency communications systems;
- (7) Report annually to the legislature of the State of Idaho on the planned expenditures for the next fiscal year, the collected revenues and moneys disbursed from the fund and the programs or projects in progress, completed or anticipated;
- (8) Enter into contracts with experts, agents, employees or consultants as may be necessary . . . ; and
- (9) Promulgate rules . . . to carry out the purposes of the Commission's duties.

Idaho Code § 31-4816.

Commission Representation

The Commission is comprised of thirteen members and one ex-officio member. As indicated below, the majority of the members represent various local statewide governmental associations, interested members of the private sector and the public at large from all regions of the State of Idaho. All of these members are appointed by the Governor. Two members are members by nature of their position-Director of the Idaho State Police or designee and the Adjutant General or designee. The ex-officio member is a representative of the Attorney General's Office.

Mayor Garret Nancolas – *Chair*
Association of Idaho Cities

Representative Rich Wills – *Vice Chair*
Public at Large

Chief R. David Moore – *Treasurer*
Idaho Chiefs of Police Association

Ann Cronin – *Commission Secretary*
Designee for **Jerry Russell**, Director
Idaho State Police

Commissioner Matt Beebe
Idaho Association of Counties

Sheriff Chris Smith
Idaho Sheriffs Association

Chief Kevin Quick
Idaho Fire Chiefs Association

Teresa Baker
Idaho Prosecuting Attorneys Association

Dia Gainor, Chief
Idaho State Emergency Medical
Services Communications Center

Troy Hagen
Idaho Emergency Medical Services
Association

Clint Berry
Traditional Phone Service Industry

James Lemm
Wireless Phone Industry

Col. William Shawver, Director
Idaho Bureau of Homeland Security
Designee for Major General
Lawrence Lafrenz

Mitchell Toryanski
Deputy Attorney General
Idaho Department of the Military

Activities and Accomplishments

- **Meetings and Training Seminars**

The Commission conducted monthly meetings throughout 2007. In keeping with the Commission's mission and to accommodate the interest from different areas of the state, the Commission met in Grangeville in April and Blackfoot in September. These two meetings were held in conjunction with training seminars for elected officials and city/county employees involved in providing emergency communications services whether they were project managers, dispatchers, information technology employees or, as in most cases, serving a variety of functions.

In April the topic was Next Generation 9-1-1. Other sessions on this topic were held in January in Idaho Falls and Coeur d'Alene for PSAP personnel. The seminar in September focused on Master Street Address Guides and Mapping. All four of the training sessions were well attended and the feedback from participants was complimentary. The Commission is planning more informational and training sessions in the future.

- **Operations and Funding**

The funding for the operation of the Commission comes from an assessment level of one percent (1%) of all emergency communications fees collected in the state. The providers collect the fee in the amount up to \$1.00 per line from their customers and then remit this to individual counties or 9-1-1 service areas. The counties are then responsible for sending 1% of the fee to the Commission.

The Commission approved an annual operating budget of \$149,434 for Fiscal Year 2008 (FY08). During Fiscal Year 2007 (FY07), \$153,481.27 was revenue collected from the forty counties who currently assess and collect the fee. A copy of the final operating budget for FY07 and the amounts received in fees from the counties is included in Appendix B.

With the limited revenue provided to the Commission, the primary expenses are the salary and benefits for the Project Coordinator and meeting/training expenses. When the Commission was formed there was the hope that there would be federal monies coming to the states for E91-1. This money would then be distributed through the Commission by a grant process. Unfortunately, this money has not been forthcoming. The annual funds collected in excess of the Commission's expenses alone are not enough to fund a grant process.

Pursuant to changes made by the 2007 Legislature, the Commission completed transition from the Department of Administration into the Military Division for administrative functions and oversight. As such the E9-1-1 Program Coordinator moved offices to Boise and is working in the same office as the Project Manager of

the Statewide Interoperability Executive Committee (“SIEC”). The Commission sees this change as a positive one and hopes to save travel expenses with the relocation.

- **Status of E9-1-1 in Idaho**

The Commission has continued to assess the needs of the local governments throughout Idaho. We understand that citizens expect the same level of service throughout the state regardless of how they are contacting area 9-1-1 centers throughout Idaho whether they are calling on a wireline or wireless phone and whether or not they are in an urban or rural setting.

The key to this service is known as Enhanced 9-1-1 (“E9-1-1”). E9-1-1 is the ability of a PSAP to obtain a caller’s callback number and an address when a caller dials 9-1-1. This means that the PSAP receives voice-only 9-1-1 calls and the dispatcher must obtain the type of emergency, the telephone number and the location from the caller. If the caller is unable to speak the needed emergency response is delayed. As previously reported there are still sixteen (16) PSAPs in Idaho that do not have this capability.

The Commission has set goals to ensure that all citizens in the State of Idaho are able to benefit from technology widely available. These goals are as follows:

1. Ensure that all PSAPs are brought to the E9-1-1 level. Only twenty-seven (27) PSAPs currently have this capability. Additionally it is important to note that it was not until 2006 that all PSAPs in Idaho had Basic 9-1-1. Idaho County was the last PSAP to acquire Basic 9-1-1 technology and they are now at an E9-1-1 level.
2. Ensure that all PSAPs are compliant with requirements to receive information from callers using a wireless or cell phone, which is known as Phase I and Phase II. Phase I ensures that a PSAP has a callback number for the wireless phone and identification of the cell-tower from which the call originated. Phase II means that a wireless 9-1-1 call has Phase I requirements plus location of the caller within 125 meters of the location of the call 67% of the time and selective routing based upon those coordinates. This essentially means that a PSAP can direct first responders to the basic location of the caller. Of the twenty-seven (27) PSAPS with E9-1-1 capability only fourteen (14) are capable of receiving name, phone number and location information from a caller using a wireless phone.
3. Assess the feasibility of implementing Next Generation 9-1-1 (“NG9-1-1”) throughout Idaho. NG9-1-1 is a system comprised of managed IP-based networks and elements that augments present E9-1-1 features and functions. It is designed to provide access to emergency services from all sources and to provide multimedia data capabilities for PSAPs. An example might be that

“callers” using text messaging from a wireless phone or similar form of communication devices will be able to access PSAPs.

The Commission is pleased to report that in 2007 there were a few of the larger PSAPs that were able to purchase new E9-1-1 telephone systems to replace the outdated and soon to be obsolete E9-1-1 systems. These PSAPs were Canyon County, Kootenai County, Bannock County and SIRCOMM. It is important to note that all of these PSAPs are supported by a population base sufficient to use emergency communications fees saved over a period of years to accomplish the upgrades.

Additionally, in late 2007 Elmore County completed the construction of a new jail facility that houses a new Emergency Communications Center. In January they will be moving from Basic 9-1-1 to Enhanced 9-1-1. In January 2008 Washington County is also moving from Basic 9-1-1 to Enhanced 9-1-1.

The main obstacle for those PSAPs that are still at the Basic 9-1-1 level is the lack of resources and funding. The systems are expensive and technologically advanced in that costly annual maintenance agreements are needed. These costs tend to be in excess of the revenue received from current fees collected in those counties. Thus, the Commission has determined a need to establish a statewide fund to assist consolidated emergency communications centers make the necessary upgrades.

- **Proposed Legislation**

The Commission formed a subcommittee to discuss issues that might need legislative attention. The Commission is proposing legislation for an additional \$0.25 to be added to the current fee and deposited with the Commission to fund counties that do not have sufficient populations to support their 9-1-1 systems through the current fee. The fee will also ensure that those recreating in areas of the state that are less populated are contributing to the costs associated with providing emergency services.

The funds will be used according to the administrative rules the Commission adopted and approved by the Legislature in 2005. These rules are found in IDAPA 38.06.01. The funds will be used to achieve the goals described above. The Commission will consider funding to PSAPs for ongoing costs of the systems and will include a local match for the grants.

The anticipated revenue received from the increase in the funds will be approximately \$4 million per year. A draft of the proposed legislative changes is included in Appendix A.

- **PSAP Standards Committee**

During the PSAP assessment process the Commission went through to determine the status of all PSAPs in Idaho, it became apparent that there was a need to look at a way to assist PSAPs with the training of personnel. The purpose was not to impose standards from the Commission but to facilitate communication between representatives from the individual PSAPs to look at the issues they face on a day-to-day basis and to assist each other. The Commission assists the Committee with meeting expenses and coordination.

A PSAP Standards Committee was created in May 2007 with representatives as follows:

Paul Wilde, Bonneville County	Bruce Bowler, Madison County
Erin Hidalgo, Bingham County	Sandra Nelson, Fremont County
Linda Lickley, SIRCOMM	Lynda Ekstrom, Boundary County
Crystal Denton, Boundary County	Brad Coughenour, Kootenai County
Trudy Slagle, Idaho County	Lynda Lyons, Ada County
Lorraine Elfering, Canyon County	Bob Zach, State Communications
Bob Howard, Bonner County	Cindy Felton, City of Lewiston
Donielle Whitney, City of Pocatello	Scot Haug, City of Post Falls
Angela Vander Pas, Clearwater County	Dan Spinosa, Bonner County

The Committee identified four projects in order of importance that they wanted to accomplish. They are as follows:

1. Establish standard entry-level training for dispatchers to meet POST guidelines for certification for use by all PSAPs. This training will be available in workbook format and on compact disc.
2. Prepare seminars for PSAP development for supervisors and managers to cover a range of topics ranging from systems integration, procurement processes, PSAP center scheduling, to hiring and recruiting and other topics as needed.
3. Develop a process for POST certification or accreditation for all dispatchers/call-takers.
4. Established a community awareness and public education campaign centered on the importance of the role of the 9-1-1 dispatcher and the 9-1-1 center.

In August 2007, the Committee developed a PSAP standard survey that was distributed to every PSAP in the state to identify the areas of training needed in the PSAPs. Each committee member was tasked with contacting and working with a list

of PSAPs that are not represented by a member on the PSAP Standards Committee.

Project leads were identified for the different projects and volunteers were solicited from the different PSAPs to assist with the goal of completion of the projects within the next year.

- **National Representation and Associations**

The E9-1-1 Program Coordinator, Eddie Goldsmith, who is an employee of the Commission, represented the Commission at the National Emergency Number Association Conference and the National Association of State Administrators Conference in June in Indianapolis, Indiana. He also attended the National Association of State Administrators ("NASNA") Conference held in Sacramento, California in October. Mr. Goldsmith was appointed a member of a NASNA committee to develop a model State 9-1-1 plan for the federal government and is also participating on a 9-1-1-grant funding disbursement committee to provide recommendations on future grant fund disbursements at the federal level.

APPENDICES

Appendix A	Proposed Legislation for Fee Increase
Appendix B	Fiscal Year Budget 07-08
Appendix C	Estimated Revenue Projections
Appendix D	Glossary of 9-1-1 Terminology

Appendix A

Proposed Legislation for Fee Increase

Appendix B
Fiscal Year Budget 07-08

Appendix C
Estimated Revenue Projections

Appendix D

Glossary of 9-1-1 Terminology

9-1-1 – A three-digit telephone number to facilitate the reporting of an emergency requiring response by a public safety agency.

9-1-1 Administrator – The administrative jurisdiction of a particular 9-1-1 system. This could be a count/parish or city government, a special 9-1-1 or Emergency Communications District, a Council of Governments, an individual PSAP or other similar body.

9-1-1 Service Area – The geographic area that has been granted authority by a state or local governmental body to provide 9-1-1 service.

9-1-1 System – The set of network, data base and CPE components required to provide 9-1-1 service.

Automatic Location Identification (ALI) – The automatic display at the PSAP of the caller's telephone number, the address/location of the telephone and supplementary emergency services information.

Automatic Location Identification (ALI) Data Base – The set of ALI records residing on a computer system.

Automatic Number Identification (ANI) – Telephone number associated with the access line from which a call originates.

Basic 9-1-1 – An emergency telephone system which automatically connects 9-1-1 callers to a designated answering point. Call routing is determined by originating central office only. Basic 9-1-1 may or may not support ANI and/or ALI.

Call Back Number – A number used by the PSAP to re-contact the location from which the 9-1-1 call was placed. The number may or may not be the number of the station used to originate the 9-1-1 call.

Computer Aided Dispatch (CAD) – A computer based system, which aids PSAP telecommunicators by automating selected dispatching and record keeping activities.

Consolidated PSAP – A facility where one or more Public Safety Agencies choose to operate as a single 9-1-1 entity.

Enhanced 9-1-1 (E9-1-1) – An emergency telephone system which includes network switching, data base and CPE elements capable of providing Selective Routing, Selective Transfer, Fixed Transfer, caller routing and location information, and ALI.

Geographic Information System (GIS) – A computer software system that enables one to visualize geographic aspects of a body of data. It contains the ability to translate implicit geographic data (such as a street address) into an explicit map location. It has the ability to query and analyze data in order to receive the results in the form of a map. It also can be used to graphically display coordinates on a map, i.e. Latitude/Longitude from a wireless 9-1-1 call.

Global Positioning System (GPS) – A satellite based Location Determination Technology (LDT).

Internet Protocol (IP) – The method by which data is sent from one computer to another on the Internet or other networks.

Logging Recorder – A voice-band audio recorder which records to and plays from a permanent storage media such as tape or disk. Logging recorders are typically multichannel so as to simultaneously record from several sources.

Master Street Address Guide (MSAG) – A data base of street names and house number ranges within their associated communities defining Emergency Service Zones (ESZs) and their associated Emergency Service Numbers (ESNs) to enable proper routing of 9-1-1 calls.

National Emergency Number Association (NENA) – The National Emergency Number Association is a not-for-profit corporation established in 1982 to further the goal of “One Nation-One Number.” NENA is a networking source and promotes research, planning and training. NENA strives to educate, set standards and provide certification programs, legislative representation and technical assistance for implementing and managing 9-1-1 systems.

Public Safety Answering Point (PSAP) – A facility equipped and staffed to receive 9-1-1 calls.

Router –

_ An interface device between two networks that selects the best route to complete the call even if there are several networks between the originating network and the destination

_ A device that provides network management capabilities (e.g., load balancing, network partitioning, usage statistics, communications priority and troubleshooting tools) that help network managers to detect and correct problems

_ An intelligent device that forwards data packets from one local area network (LAN) to another and that selects the most expedient route based on traffic load, line speeds, costs, or network failures to complete the call

Voice over Internet Protocol, Voice over IP (VoIP) – Provides distinct packetized voice information in digital format using the Internet Protocol. The IP address assigned to the user's telephone number may be static or dynamic.

Wireless Phase I – Required by FCC Report and Order 96-264 pursuant to Notice of Proposed Rulemaking (NPRM) 94-102. The delivery of a wireless 9-1-1 call with callback number and identification of the cell-tower from which the call originated. Call routing is usually determined by cell-sector.

Wireless Phase II – Required by FCC Report and Order 96-264 pursuant to Notice of Proposed Rulemaking (NPRM) 94-102. The delivery of a wireless 9-1-1 call with Phase I requirements plus location of the caller within 125 meters 67% of the time and Selective Routing based upon those coordinates. Subsequent FCC rulings have redefined the accuracy requirements.